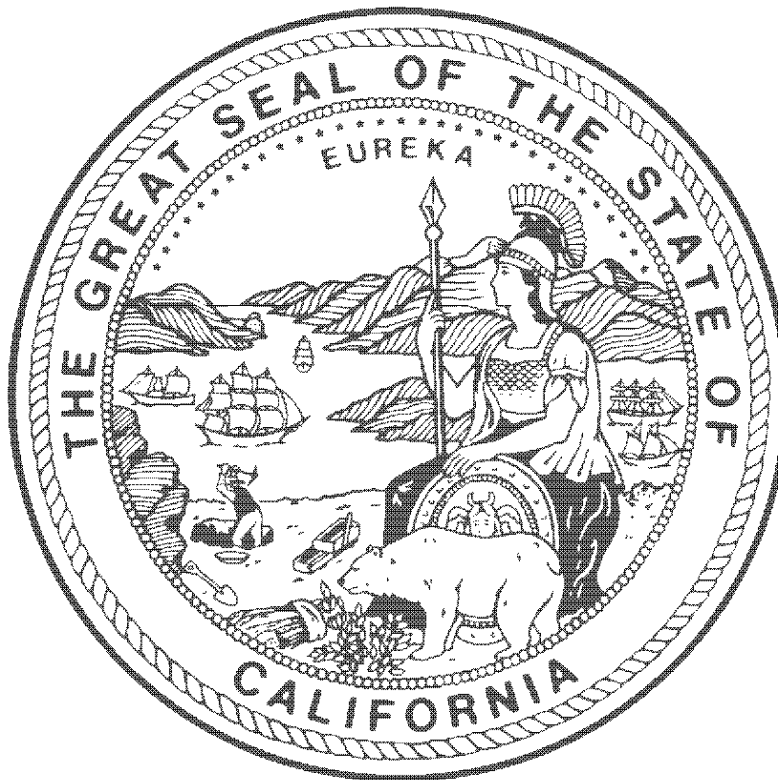


ANNUAL STATE PLAN UNDER SECTION 403(a)(5) OF
THE TEMPORARY ASSISTANCE FOR NEEDY FAMILIES
BLOCK GRANT WELFARE-TO-WORK

FORMULA GRANTS

DRAFT



STATE OF CALIFORNIA

For Federal Fiscal Year 1999

PROGRAM ADMINISTRATORS

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INTRODUCTION

California welcomes the opportunity to apply for and receive its formula allocation of Welfare-to-Work (WtW) Grant Program funds as provided for in the federal Balanced Budget Act of 1997 (the Act). In August 1997, the state instituted the California Work Opportunity and Responsibility to Kids (CalWORKs) Program. CalWORKs formally implemented the federal Temporary Assistance for Needy Families (TANF) program in California starting on January 1, 1998. CalWORKs provides counties maximum flexibility in designing and implementing their TANF programs to meet local needs. The California Department of Social Services (CDSS) issued CalWORKs planning instructions in October 1997, and local governments and County Welfare Departments (CWDs) developed CalWORKs activities in consultation with workforce preparation entities and other local partners.

The state has developed and implemented strategies for assuring the coordination of employment and training resources with welfare reform. California's network of One-Stop Career Centers, for instance, included CWDs in local planning and policy development, with CWDs in many areas participating in the centers. Job Training Partnership Act (JTPA) programs, operated by California's network of Private Industry Councils (PICs), are also serving more welfare recipients in more innovative ways than ever before.

Consistent with CalWORKs legislation and the first-year WtW Grant Program Plan, California's approach to implementation of its second-year WtW Grant Program is one of local determination and accountability. Given the extreme diversity of the state's 58 counties and 52 PICs, there is no one service strategy that is being applied statewide. Rather, each set of local partners will be expected to continue working together to develop targeting and service strategies that will meet their community's demographic and workforce needs. To assure accountability, PICs will be required to modify their WtW Grant Program plans to reflect changes planned for the second program year. The PICs will develop these modifications in collaboration with CWDs, local government, and other partners to ensure that they meet the needs of their areas and are consistent with local CalWORKs activities. In addition, PICs will again be required to describe in their local plan modification how they are collaborating with the business community, foundations, community-based organizations (CBO), and other appropriate entities to leverage resources, create jobs, and identify other opportunities which will assist long term welfare recipients in achieving self sufficiency. The state will continue to provide necessary policy guidance, technical assistance, and oversight for the local programs.

I. WELFARE-TO-WORK PROGRAM DESCRIPTION

A. Program Design:

1. Describe the state and local targeting strategies to reach the hard-to-employ TANF recipients eligible under WtW and assure that appropriate activities and services are provided to help these participants achieve self-sufficiency.

In California, the local partners are responsible for developing targeting strategies to reach hard-to-employ CalWORKs recipients eligible under the WtW Grant Program. The PICs are required to collaborate with local government officials and CWDs to determine the needs and priorities of the local areas, their targeting strategies, the range of services they will make available, as well as the strategies they will employ to ensure that eligible participants receive the appropriate services. The PICs must also demonstrate continuing coordination and consultation with other partners such as One-Stop Career Centers, community colleges, providers of supportive services, transportation and housing agencies, foundations, the business community, and economic development organizations in development and adoption of these strategies.

At the state level, the Employment Development Department (EDD) and the CDSS have maintained a close working relationship which began with the development and planning of the state and local plans for the first year and will continue through the life of the program. Regular meetings are held with a WtW Grant Program Advisory Group, which includes CWDs and PICs, to discuss local coordination and issue resolution. Additionally, the EDD has maintained the WtW State Partners Work Group for collaboration with the various state entities in the continuing implementation of this program.

As required in federal law, at least 70 percent of the formula grant allocation will continue to be spent on individuals described under 20 CFR 645.212. These individuals include:

- CalWORKs recipients who have been on aid for 30 consecutive or cumulative months or more or who are within 12 months of the federal or state-imposed durational time limits on aid. These recipients will also have to meet at least two of the three following barriers to employment:
 - ✓ They failed to complete secondary school or to obtain a certificate of general equivalency, and they have low skills in reading or mathematics;
 - ✓ They require substance abuse treatment for employment; and/or
 - ✓ They have poor work histories;

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- A non-custodial parent of a minor child , where either the custodial parent or the minor child are in receipt of TANF benefits, and where the non-custodial parent meets the criteria listed above; and
- Individuals who meet two of the three specified barriers to employment and who are no longer receiving TANF assistance because they have reached the federal five-year lifetime limit or a state-imposed lifetime limit on aid.

As allowed in federal law, up to 30 percent of the formula grant allocation may be spent on individuals described under 20 CFR 645.213. These individuals must have characteristics associated with or predictive of long-term welfare dependence and be either:

- TANF recipients;
- Non-custodial parents of minors whose custodial parents are receiving TANF assistance; or
- Individuals eligible to receive TANF assistance but no longer receiving aid because they have reached either the federal five-year lifetime limit or a state-imposed lifetime limit on aid.

In their local plans for the first-year WtW Grant Program , the PICs identified additional characteristics of long-term welfare dependency they are using for eligibility purposes. The most commonly identified additional characteristics statewide are:

- Poor or no work history;
- Pregnant or parenting teen;
- Runaway youth;
- Transportation problems;
- Child-care problems;
- Basic skills deficient; and
- Monolingual other than English or Spanish.

During the second program year we expect the PICs will continue using similar criteria when targeting participants for service.

2. Define and describe state and local strategies regarding:

- a. the employment activities (community service, work experience, job creation through public and private wage subsidies, on-the-job training) that are planned under this grant.***

California has taken advantage of all employment activities allowable under the WtW Grant Program. For the purpose of this specific federal WtW Grant Program and in order to receive the WtW Grant funds, the State of California

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will continue to comply with the Fair Labor Standards Act in accordance with the guidelines issued by the Department of Labor (DOL) as of June 30, 1998.

The mix of employment activities and services, which a PIC will provide for eligible participants under the WtW Grant Program, is identified in each PIC's local plan. The PICs are collaborating with CWDs, local government, workforce preparation and education entities, CBOs, the business community, economic development organizations, and other local partners to determine both the need for and the availability of services.

The WtW activities will continue to be defined consistent with federal law and regulations. Community Service, Work Experience, and On-the-Job Training (OJT) programs are being operated pursuant to the state approved definitions outlined below. Job creation is an allowable WtW activity and has been defined locally. The WtW employment activities and their definitions are:

Community Service positions can be with public or private non-profit employers. Participants in community service positions funded through the WtW Grant Program are considered temporary employees, will apply for the work and be subject to hiring and termination by the employer, and will be expected to perform work for the benefit of the employer. The activity must comply with the anti-displacement provisions contained in State law.

Work Experience can be with public or private employers. Participants in work experience positions funded through the WtW Grant Program are considered temporary employees, will apply for the work and be subject to hiring and termination by the employer, and will be expected to perform work for the benefit of the employer. The activity must comply with the anti-displacement provisions contained in State law.

On-the-Job-Training is employment by an employer in the public or private sector. A portion of the wages paid by the employer may be reimbursed to cover the employer's expense in training the individual.

Job Creation, in which the WtW client draws a salary and is considered to be an employee, is available through public or private sector employment wage subsidies.

- b. the utilization of contracts with public and private providers of job readiness, placement and post-placement services; job vouchers for placement, readiness, and post-employment services; job retention, or support services, if not otherwise available to the individual participants receiving WtW services, that are planned under this grant.***

The CalWORKs Program places no restrictions on the ability to contract with public or private entities for the provision of various services. The PICs, the local administering agencies for the WtW Grant Program, have extensive experience in contracting for services and have access to a wide array of service providers in each community. The PICs must again demonstrate in their second-year plan modifications how their use and provision of supportive services supplements the local CalWORKs plan and supports local priorities and needs. Job placement services financed through vouchers or contracts with public or private providers are subject to the one-half payment/six month federal WtW requirement when individuals are placed in unsubsidized employment.

Of the following list of allowable activities, none, except for job readiness, are defined in CalWORKs. All of these activities, as outlined in the WtW regulations, will be available under California's WtW Grant Program.

Job Readiness Services, through vouchers or contracts with public or private providers. These services will provide the recipient with training to learn job seeking and interviewing skills, to understand employer expectations, and learn skills designed to enhance an individual's capacity to move toward self-sufficiency.

Job Placement into subsidized or unsubsidized employment with a public or private employer, through vouchers or contracts with public or private providers. Job placement includes but is not limited to assessing skills, identifying ranges of occupations available in the local labor market, and developing jobs.

Post-employment Services, financed through vouchers or contracts with public or private providers, including, but not limited to, basic educational skills training, occupational skills training, English-as-a-second-language training, and job mentoring.

If an operating entity is also directly operating a community service program, a work experience program, an OJT program, or a program to create jobs through wage subsidies, then job placement, job readiness, and post-employment activities may be offered by the operating entity as part of these services.

Job Retention and Support Services, if these services are not otherwise readily available. Job retention and support services will include but not be limited to child-care, transportation, mental health, and non-medical substance abuse treatment as necessary to obtain or retain a job.

Individual Development Accounts (IDAs) established by or for an individual that allow the individual to contribute earned income in order to accumulate funds for the following purposes:

- Postsecondary educational expenses paid directly to an eligible educational institution;
- Qualified acquisition costs for a qualified principal residence; and /or
- Transfer to a business capitalization account, established in a federally insured financial institution.

Contributions of earned income to IDAs may also be made by not-for-profit organizations and state or local government agencies, as described in section 404 (h)(3)(B) of the Social Security Act.

3. *Describe the state and local policy and procedures which will govern implementation of such activities. Include how WtW funds will be used to provide necessary support services (child-care, substance abuse treatment, transportation, etc.) when these services are not otherwise available to the individual participants receiving WtW services.*

The State is continuing to consult with the PICs, the CWDs, and other partners in determining policy direction and procedures for the WtW Grant Program. Policy guidance and procedures are provided through the use of directives, information bulletins, capacity building activities, and on-site reviews. In future development of policy direction, the State will focus on facilitating coordination of the WtW Grant Program with the CalWORKs, JTPA, and the California Department of Transportation (Caltrans) Job Access/Reverse Commute programs, as well as other programs that serve welfare recipients.

At the local level, the PICs and CWDs have developed county CalWORKs plans and are continuing this coordination to second-year planning for the WtW Grant Program. Several approaches are being used, ranging from CalWORKs providing all supportive services, with WtW concentrating only on job placement, to a mix of services provided by each program. The particular mix of activities and implementation strategies, and the coordination of services and providers that will be used within each SDA, will be described in the second-year local plan modification.

The state is continuing to strengthen and build local partnerships through the One-Stop Career Center System which, through its integration of services,

provides improved linkages between the CWDs, PICs, other state and local workforce preparation and human service programs, education, and business and economic development organizations. This collaborative process is being used to identify service gaps and local strategies to fill them. When supportive services such as child-care, substance abuse treatment, and transportation are not available from other sources, WtW funds are used to provide such services based on local agreements among the various stakeholders.

- 4. List the performance goals and outcomes the state intends to achieve in serving the eligible participants in the WtW program including: (a) placement in unsubsidized jobs; (b) duration of such placement; and, (c) increase in earnings. The performance goals and outcomes should be expressed in measurable, quantifiable terms to the greatest extent possible.**

California's WtW Grant Program performance goals for the second-year grant include a placement rate, a follow-up employment rate, and a follow-up increase in earnings goal. These goals are based on the state's historical experience in serving JTPA participants with similar characteristics to the target group as well as limited quarterly data for the WtW Grant Program. The state understands that the participant population and the program design for WtW are different than those under the JTPA. The state will continue to refine these goals as the program progresses and additional quarterly data become available. These goals may also be modified when the DOL releases detailed guidance on setting program goals and outcomes.

The state will retain its three goals for the WtW Grant Program from the first year. These goals are: to place at least 45 percent of WtW clients into unsubsidized employment; that at least 70 percent of the participants placed into unsubsidized employment should be employed six months after placement; and that the average weekly wage at six month follow-up should increase by 10 percent over the average weekly wage at placement for participants who remain employed for six months. These goals will be used as benchmarks to assist the state in providing technical assistance to local areas that may require it, although the state recognizes that local performance goals may differ somewhat from those in the state plan. The state will require the PICs to describe in their second-year local plan modifications their local performance goals for placements, job retention, and increased earnings at follow-up for the WtW Grant Program.

California will continue to report WtW activities and outcomes to the DOL on a quarterly basis. Additionally, California, through Senate Bill (SB) 645 (Chapter 771, Statutes of 1995), has instituted an education and job training report card system to assess the accomplishments of the state's workforce preparation programs. The SB 645 program gathers information from various state databases, including the Unemployment Insurance Base Wage File system, in order to report program outcomes including:

- Employment rate;
- Earnings before and after participation;
- Rate of change in status from tax receiver to tax payer; and
- Length of employment retention.

The state will consider incorporating the WtW Grant Program into the mix of programs currently participating in this system. However, a full year of data on first-year participants would not be available until June 2000.

5. *Provide a description of how the program will be implemented by PICs across the state, including the roles and responsibilities of the state WtW administrative agency and the TANF agency; a list of the substate areas and the local entities responsible for program administration; and, the program's implementation target dates.*

California has designated the 52 PICs as local administrative entities, unless a specific PIC refuses to accept the grant, or the PIC Chair, the Chief Local Elected Official, and the County Board(s) of Supervisors within the SDA are unable to reach agreement as to the administration of the program. During the first program year, all 52 PICs chose to accept and administer their WtW funds. The state expects that this situation will be repeated for the second-year WtW Grant. However, should such agreement not be reached for the second year, the state will work with the local area to resolve the problem. In the absence of a resolution, California may seek a specific waiver for an alternate local administrative entity through the plan modification process. Attachment B contains a list of the 52 SDAs and their PICs.

Each SDA's program design is based on local needs, as determined by the PIC in collaboration with the CWD, local government, and other local partners. Second-year local plan modifications will describe the local program design and implementation strategies for the second year of the program. Modifications will include assurances of existing ongoing local collaboration between the PIC, the CWD, and other local partners including the community colleges, education, transportation, housing, the business community, foundations, child-care organizations, economic development organizations, CBOs serving low-income populations, and other appropriate entities. The modifications will include the signature of the PIC Chair and the Chief Local Elected Official, and action by the County Board(s) of Supervisors within the SDA. Local plan modifications will be developed jointly between the PIC and the CWD. The County Board of Supervisors will consider the input of the CWD when Board action is taken.

The EDD is the state administrative agency for the WtW Grant Program. The EDD also provides state-level administration for the JTPA program and has systems in place for issuing policy guidance, collecting program and participant

data, and administering fiscal and monitoring procedures. The EDD will continue to work closely with the CDSS, the CalWORKs agency for California. In addition, the EDD will continue to provide policy guidance to PICs for collaboration and coordination with CWDs in their administration of the WtW Grant Program. The CDSS will continue providing similar guidance to the CWDs, which administer CalWORKs at the local level.

Please refer to Section C for more detailed information on the state-level collaborative process.

California will begin implementation of the second-year WtW Grant upon receipt of a Notice of Obligation Authority from the DOL. Funds will be obligated to the SDAs within 30 days of receipt, consistent with federal and state law.

- 6. Identify the state policies and procedures developed in coordination with PICs regarding: (a) identification and referral of participants; and, (b) assessment and case management, if any. Include a description of the coordination efforts that the local TANF and administrative agency will undertake in this process, including the role these local agencies will play in providing assessment and case management to qualified participants. Specify any additional characteristics associated with, or predictive of, long term welfare dependence which have been identified by the state, in consultation with the operating entity, which will be used in determining eligibility under the thirty percent provision.**

The WtW Grant Program has been designed and is being operated locally, based on local needs and resources. The state will continue to provide overall guidance, technical assistance, and oversight. Determining specific program elements, such as the identification and referral of CalWORKs clients, or the roles of local agencies in providing assessment and case management, is a local responsibility that will be addressed by the PICs in cooperation with the local CWDs and included in the local plan modifications. The local mechanisms developed will be consistent with the requirements set forth under 20 CFR 645.214.

In some areas of the state, the local JTPA and CalWORKs programs are administered by the same county agency. Some areas have developed, or are in the process of developing, shared data systems. This expedites the case management activities for the WtW Grant Program. In other counties, a Memorandum of Understanding is in place between the PIC and the CWD, or it is currently being negotiated, delineating their respective roles with regard to serving welfare recipients.

The PICs and the CWDs have chosen from existing assessment models or negotiated their own, unique system for referrals, assessment, and case management. The PICs are not required to complete a new assessment or

individual responsibility plan for WtW participants when an assessment and plan has been provided by the CWD under the CalWORKs program.

The PICs are required to describe in their local plans how they will ensure that CalWORKs and WtW activities are coordinated and, specifically, which agencies will be responsible for assessment and case management of WtW clients.

7. Describe the state's procedures for conducting monitoring and oversight of substate areas to ensure adequate fiscal controls and achievement of quality program outcomes for WtW participants. The description should include, but not be limited to:

a. mechanisms for monitoring expenditures of match requirements, allowable activities, and targeting of eligible participants;

Oversight of the WtW Grant Program is being accomplished through joint monitoring efforts by the EDD and CDSS. The EDD's Compliance Review Division (CRD) conducts ongoing program and fiscal monitoring reviews of California's JTPA programs to ensure program compliance and fiscal integrity in accordance with applicable federal and state laws, regulations, and policies. The Monitoring Section within the CRD is also responsible for the monitoring of all PICs (or alternate administrative entities if any are designated for the WtW Grant Program) and other contract providers receiving funding under the 15 Percent Special Project Funds.

The scope of the EDD's monitoring reviews is outlined in WtW Grant Program monitoring guides for various areas of operation and accomplished through a combination of desk reviews, on-site reviews, and a review of management information systems. Areas being covered through this monitoring process include allowable activities, services to targeted participants, and fund management. The WtW monitoring guides include applicable federal and state compliance requirements and provide a structured, uniform approach for reviewing and identifying noncompliance issues and follow-up on corrective actions.

The EDD conducts its monitoring reviews in accordance with established monitoring protocols which require:

- Advance scheduling and notification of onsite visits;
- Advance sharing of monitoring guides;
- Formal entrance and exit conferences;
- Issuance of draft and final reports; and
- On-site follow-up to ensure that agreed-upon corrective action to resolve compliance issues is successfully implemented.

Furthermore, monitoring protocols require coordination with the assigned program manager in the Workforce Development Branch, so that prompt technical assistance is provided regarding required corrective action to ensure program improvement and compliance with federal and state law.

The CDSS will monitor the use of the matching funds, which will be administered locally by CWDs. The CDSS has required that CWDs include, in a CalWORKs plan amendment, certification that only eligible clients will be served in allowable activities under the WtW Grant Program. In addition, specific instructions regarding the WtW Grant Program have been issued to counties in the form of an All County Letter. The CDSS is monitoring the matching expenditures by utilizing the County Performance Sample (CPS). The CPS is currently used for federal reporting purposes under the TANF Block Grant.

b. frequency of monitoring;

For monitoring reviews conducted by the EDD, each SDA's procurement and financial system is being monitored on-site annually for WtW compliance purposes. Additional on-site reviews of other WtW Grant Program areas are being conducted on a risk assessment basis. The risk assessment is based primarily on the amount of WtW grant funds allocated or awarded to recipients. Risk assessment factors also include a recipient's past record of administering federal programs through a review of past monitoring and audit reports. Lastly, CDSS will review on a monthly basis matching expenditure information from the CWDs for compliance with the requirements of the WtW Grant Program.

c. use of technical assistance to ensure compliance with the Act and as a tool for corrective action and program improvement.

The EDD and CDSS are providing technical assistance to PICs, CWDs, and other contract providers receiving 15 Percent Special Project Funds by use of directives, information bulletins, capacity building activities, and other appropriate activities. These efforts emphasize compliance with the Act and regulations, joint collaboration between local partners, and improved services to and employment of long-term welfare recipients. Any problems identified in monitoring visits are being followed up with prompt technical assistance and local corrective action plans.

8. Describe the strategies of the state and the PICs to prevent duplication of services and promote coordination among WtW, TANF, JTPA, one-stop centers/employment services and other employment and training systems throughout the state.

Coordinating the design and delivery of services to WtW participants, in conjunction with those available to other workforce preparation customers, including CalWORKs recipients, will ensure that the resources and services of the entire system are available to WtW participants. The EDD is working with SDA directors, county welfare directors, and other key stakeholders to provide public forums for information sharing on successful practices and coordination efforts. In the summer of 1998, for instance, the EDD, along with the DOL and other in-state partners, conducted a WtW Practitioners Forum, which was attended by over 400 local WtW practitioners. At the state level, the WtW State Partners Workgroup, representing fifteen California state agencies, provided advice in preparing the second-year state WtW Grant Program plan, and is continuing to meet to facilitate state and local coordination, issue resolution, and joint capacity building to each organization's local constituencies. The State Partners Workgroup has developed and is implementing a WtW website (www.welfaretowork.ca.gov) to communicate program and service resource information to state and local WtW practitioners. The website is intended to be a source for information regarding supportive services, education, training, employment assistance, and other services needed to enable participants to transition from public assistance to self sufficiency.

At the local level, California has made significant investment in and progress toward developing a statewide One-Stop Career Center System. The CDSS and the CWDs have been represented on the One-Stop Career Center System Task Force since its inception. The Task Force is responsible for the design and implementation of local One-Stop Career Center systems in California. All local One-Stop Career Center grants awarded to date have included CWDs as partners in local system implementation. The EDD was directed to make CWDs mandatory partners in One-Stop Implementation Grant proposals for the second and third years.

Other strategies which are being used to prevent duplication of services and promote coordination include:

- Minimizing or avoiding duplicative employer contacts by multiple agencies to solicit job openings.

Assembly Bill (AB) 67 (Chapter 606, Statutes of 1997) requires the EDD to convene local groups representing Job Service field offices, CWDs, SDAs, and community colleges to develop a local plan on how these entities will regularly

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coordinate employer outreach activities and the solicitation of entry-level and other job listings. This is an ongoing initiative.

- Developing expanded collaborative local/regional networks that encourage the participation of a greater range of public and private sector service providers, stakeholders, and the business community.

AB 1542 (Chapter 270, Statutes of 1997) established the Regional Workforce Preparation and Economic Development Act (RWPEDA). The RWPEDA requires that the Secretaries of the California Health and Human Services and Trade and Commerce Agencies, along with the Chancellor of the California Community Colleges, and the Superintendent of Public Instruction, develop an integrated state workforce development plan for service delivery, resource investment, and performance measures. The plan is being developed with substantial local input so that education, workforce preparation, and economic development services can be delivered to clients in a more responsive, integrated, and effective manner.

The RWPEDA also requires that regional work force collaboratives be funded and directs state partners to identify existing funds that are available to support the establishment of these collaboratives. Five million dollars, including \$1.5 million in WtW 15 percent funds, was made available for the first year of the program to fund collaborative efforts which promote effective service delivery through integration of existing partnerships. Six such collaboratives were funded and more are expected to be funded in the second year of the program.

Additionally, under AB 1542, the EDD is in the process of establishing a council of retired and former corporate executives to provide ongoing advice and assistance to the EDD in recruiting private employers to employ welfare recipients.

Finally, AB 1542 established the Job Creation Investment Fund Grant Program (JCIF) which is administered by the Trade and Commerce Agency. The purpose of the JCIF is to allocate funds to counties to be used for job creation activities that will provide employment for CalWORKs recipients who are moving into the work force. Counties are encouraged to link job creation plans and activities with local WtW plans and initiatives.

- Requiring local-level coordination of WtW activities.

AB 382 (Chapter 6, Statutes of 1998), requires the EDD, as part of its local WtW plan review process, to certify that PICs and CWDs have jointly developed protocols for the identification and referral of WtW clients and the provision of WtW services.

9. Describe the strategies of the state and PICs to promote and encourage coordination with the State Department of Transportation, MPOs, transit operators and other transportation providers to help ensure that the transportation needs of those moving from welfare-to-work are met.

The Caltrans is a member of the WtW State Partners Workgroup, and has discussed the resources and assistance services that its local affiliate agencies could contribute to the WtW planning and decision-making processes. As with the other state partners, Caltrans will work with, and encourage its local affiliates to work closely with, the PICs and CWDs to identify and develop strategies for closing gaps in local transportation systems and using transportation to support successful job retention of WTW participants. Caltrans is also participating in the WtW State Partners Workgroup web page.

At the local level, the CWDs' CalWORKs plans address transportation needs of recipients and how those needs will be met. In many areas, workgroups including the PICs, CWDs, local transportation agencies, and other service providers are addressing transportation issues. One California county's CalWORKs Transportation Committee applied for and received a DOL WtW Competitive grant to supply additional transportation so that residents of outlying areas can become self-sufficient. Another county's cooperative efforts resulted in a Welfare Mobility Plan that included an assessment of opportunities to apply low cost modifications to transit centers to facilitate welfare reform implementation. This project was one of only five pilot planning grants funded nationwide by the Federal Transit Administration in 1997-98. For the second-year local WtW plan modifications, PICs will again be required to describe local efforts to address the transportation needs of WtW participants.

10. Describe the strategies of the state and PICs to promote and encourage coordination with the State Housing Finance Agencies, public and assisted housing providers and agencies and other community based organizations, and public and private health, mental health and service agencies, vocational rehabilitation and related agencies.

The State Department of Housing and Community Development (HCD), as a member of the WtW State Partners Workgroup, has identified local programs that address housing needs of low income families and continues to encourage its local affiliates to collaborate with the PICs, the CWDs, and other local agencies in planning for meeting the housing needs of WtW participants.

The EDD encourages the HCD and PICs to collaborate and coordinate with another of the Workgroup's partners, the California Department of Community Services and Development (CSD). Through CSD's statewide network of community services providers, the department administers the Community Services Block Grant, the Low-Income Home Energy Assistance Program, the

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Department of Energy Low-Income Weatherization Assistance Program, and the Lead Hazard Control Program. These programs provide, among other services, minor home repair and weatherization services for low-income residents. While not all low-income individuals and families who receive assistance through these programs are recipients of CalWORKs, the services provided serve to stabilize the lives of all participants.

The PICs are part of the local CalWORKs planning process and are in the process of developing linkages with local housing agencies and other social service providers. Each PIC will, in its second-year local plan modification, be asked to describe its coordination with various programs and providers and their respective roles and responsibilities. This will include how WtW participants will access housing assistance, mental health services, substance abuse treatment, and vocational rehabilitation services. Many of the local One-Stop Career Centers provide access to on-site services.

B. Within State Distribution of Funds:

Describe the formula factors, including the weights assigned to each factor, used by the state to allocate not less than 85 percent of the amount of grant funds among the PICs in the state as well as the timeline for the allocation to PICs. Provide a listing of the allocations the state will make to each substate area.

California will distribute 85 percent of the state's WtW funds to the 52 Service Delivery Areas based on the following formula:

- | | |
|--|------------|
| • Relative number by which the population in the area below poverty exceeds 7.5 percent of the total population. | 55 percent |
| • Relative number of adults residing in the areas receiving assistance under TANF or the predecessor program for at least 30 months. | 30 percent |
| • Relative number of unemployed individuals residing in the area. | 15 percent |

This allocation formula ensures that all SDAs in California will receive the \$100,000 minimum threshold for funding, and focuses funding on rural areas with high unemployment and inner city areas with high poverty and difficult employment issues. The chart on the following page displays the Fiscal Year 1999-00 allocations to SDAs.

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<u>SDA NAME</u>	<u>SDA ALLOCATION</u>
ALAMEDA	\$1,397,964
ANAHEIM	\$1,067,340
BUTTE	\$1,206,765
CARSON/LOMITA/TORRANCE	\$496,913
CONTRA COSTA	\$989,264
FOOTHILL	\$1,198,234
FRESNO	\$7,064,865
GOLDEN SIERRA	\$711,803
HUMBOLDT	\$648,747
IMPERIAL	\$1,515,137
KERN/INYO/MONO	\$4,438,981
KINGS	\$726,477
LONG BEACH	\$3,372,783
LOS ANGELES CITY	\$30,016,252
LOS ANGELES COUNTY	\$21,075,924
MADERA	\$739,151
MARIN	\$152,579
MENDOCINO	\$437,337
MERCED	\$1,779,986
MONTEREY	\$1,572,598
MOTHER LODE	\$413,285
NAPA	\$177,524
NORTHERN RURAL TRAINING AND EMPLOYMENT CONSORTIUM	\$1,068,469
NORTH CENTRAL COUNTIES	\$1,509,133
NORTH SANTA CLARA VALLEY JOB TRAINING CONSORTIUM	\$271,600
OAKLAND	\$2,832,713
ORANGE	\$3,185,885
RICHMOND	\$634,395
RIVERSIDE	\$5,621,130
SACRAMENTO	\$6,142,166
SAN BENITO	\$172,503
SAN BERNARDINO CITY	\$2,098,727
SAN BERNARDINO COUNTY	\$6,361,291
SAN DIEGO	\$10,424,729
SAN FRANCISCO	\$2,151,628
SAN JOAQUIN	\$3,333,680
SAN LUIS OBISPO	\$580,566
SAN MATEO	\$387,360
SANTA ANA	\$2,080,006
SANTA BARBARA	\$1,228,085
SANTA CLARA	\$2,440,501
SANTA CRUZ	\$817,001
SOUTHEAST LOS ANGELES COUNTY	\$1,314,413
SHASTA	\$887,530
SOLANO	\$956,663
SONOMA	\$804,358
SOUTH BAY	\$2,018,565
STANISLAUS	\$2,476,832
TULARE	\$3,432,763
VENTURA	\$1,678,373
VERDUGO	\$1,835,374
YOLO	\$697,050
TOTAL	\$150,643,406

C. Coordination and Consultation:

Describe the approach, including process and timing, used to obtain and take into account consultation and coordination with substate entities such as public, private and non-profit organizations, in the development of the state plan. Include either a summary description of the comments received, along with the names of the individuals or entities who commented, or include copies of the actual comments received as an attachment to the plan.

California used its existing collaborative infrastructure to ensure optimal consultation and coordination with both state and local partners in developing and reviewing the second-year state plan for the WtW Grant Program. With the passage of the Act in 1997, and notification to the states of the WtW Grant Program, the California Health and Human Services Agency convened a work group consisting of EDD and CDSS managers and staff to analyze the legislation, identify issues, make recommendations to the Governor in policy areas that required his direction, and assign responsibilities for developing the necessary state planning processes. The aforementioned workgroup has been superseded by EDD and CDSS manager and staff participation in a variety of other forums. Staff and management from both the EDD and the CDSS continue to consult on a regular basis. Meetings were also conducted, as a part of the effort, with CWD Directors and SDA Administrators, involving them in the early stages of program development. The state has now established a WtW Advisory Group, consisting of CWD Directors, SDA administrators, the EDD, and the CDSS. This group meets regularly to discuss policy and administrative issues of concern to local providers.

Additionally, the EDD convened a WtW State Partners Workgroup. One of the roles of this work group is to provide input and direction in the planning process. That group consists of:

- The EDD;
- The CDSS;
- The Caltrans;
- The California Department of Education;
- The Department of Mental Health;
- The Chancellor's Office of the California Community Colleges;
- The Trade and Commerce Agency;
- The Employment Training Panel;
- The Department of Alcohol and Drug Programs;
- The Department of Community Services and Development;
- The Department of Housing and Community Development;
- The Department of Rehabilitation;
- The State Job Training Coordinating Council ;
- The Department of Aging; and
- The Department of Motor Vehicles.

The workgroup developed an Internet WtW website (www.welfaretowork.ca.gov) that provides an overview of services and funding sources available through the fifteen member departments/agencies to assist welfare recipients and other low-income individuals in obtaining and retaining employment .

The EDD was directed to conduct public hearings under the auspices of the SJTCC on the proposed 1999 WtW Grant Program state plan. Four hearings were held throughout the state in February to accept public comment on the plan from state and substate entities, including public and non-profit organizations and the general public . Attachment C contains a summary of comments received through the public review process.

D. Expenditure of Funds:

1. *Describe the process the state will use to maintain administrative costs at the 15 percent limit.*

California will allocate the full 85 percent funds to the SDAs; however, the SDAs will be limited to an administrative cap of 13 percent. The cost limitations are being monitored through the quarterly fiscal reporting system. The state is using the existing JTPA fiscal reporting and tracking system, known as the Job Training Automation (JTA) system, with necessary modifications. The EDD's Job Training Partnership Division (JTPD) is responsible for state-level administration of the JTPA and WtW programs in California. Its Financial Management Unit, in collaboration with the EDD's Fiscal Programs Division (FPD), is establishing a system to ensure that administrative and other cost limits are not exceeded. As the local WtW administrative entities report quarterly fiscal data through the state's JTA system, the FPD will continue to track these expenditures to ensure that they are in compliance with budgeted amounts. Should discrepancies be noted, JTPD will work with the local entities to identify problem areas and prevent excessive administrative costs.

2. *Describe how the PIC and any alternate agency designated by the Governor, will coordinate the expenditure of any funds provided for the WtW program between TANF and WtW.*

The state will require that each PIC include in its local plan modification a description of how the PICs and CWDs will coordinate to ensure that WtW expenditures support CalWORKs (TANF) expenditures. The County Board(s) of Supervisors were asked to sign the PICs' fiscal year 1998 plans after Board action and certify that the local planning processes for fund expenditures support local CalWORKs activities. This process will be repeated for the fiscal year 1999 local plan modifications. A variety of methods will be used locally, including the use of

the local One-Stop Career Center systems, to build links between CWD and PIC management information systems.

E. Application for Waiver:

California will not request any waivers at this time. The state reserves the right to request waivers at a later date through a plan modification process. A waiver may be requested if a PIC refuses to accept the grant or the PIC Chair, the Chief Local Elected Official, and the County Board(s) of Supervisors within the SDA are unable to reach agreement as to the administration of the program. Should such agreement not be reached, this may indicate potential coordination issues that can effect the efficiency and effectiveness of the program. The state will work with the local area to resolve the problem before submitting a waiver request.

II. DESCRIPTION OF 15 PERCENT PROJECTS TO HELP LONG-TERM RECIPIENTS OF ASSISTANCE ENTER UNSUBSIDIZED JOBS

Describe the state's plans for the expenditure, uses and goals of the 15 percent funds. These funds may be distributed to public, private non-profit and private for profit entities, including PICs, governmental entities, community-based organizations, and community development corporations.

The state distributed the first-year Governor's 15 percent funds to projects that are helping long-term recipients of assistance enter unsubsidized jobs. The EDD issued a Solicitation for Proposals for the available 15 percent funds in May 1998 and received 182 applications from various state PICs, CWDs, and CBOs. The proposals were read and evaluated by individuals from federal, state, and local governmental agencies, as well as volunteers from CBOs. In accordance with the provisions of AB 382, special consideration was given during the review process to agencies serving clients in rural areas. Six regional collaborative proposals, discussed in this plan at Section I. A. 8, were awarded \$1.5 million in 15 percent funds. The remaining \$23 million was distributed to 24 program operators which included CBOs, local Housing commissions, PICs, and CWDs.

In the second year of funding, special consideration will continue to be given to programs that take into account the needs of rural areas, leverage resources, and demonstrate a coordinated approach to services. The Governor may give consideration to statewide projects, local employment-related programs, and innovative new programs for job creation. Applications for state and local projects using 15 percent funds must be provided to the PIC and the CWD for review and comment. These projects will be operated in accordance with the regulatory provisions applicable to the 85 percent funds and are subject to the 70/30 percent targeting provisions of the WtW Grant Program.

1999 Welfare-to-Work State Plan

III. ESTIMATE OF MATCHING FUNDS

- 1. Include an estimate of the amount of matching expenditures for the FY 1999 federal funding which the state expects to make during the period covered by the plan.**

California will provide \$ 88,613,768 to meet the 1999-00 required state match for the federal grant.

- 2. Include the process by which these expenditures will be monitored and reported quarterly to ensure the state meets its projected match.**

The state will monitor the use of funds for allowable activities and eligible participants, management of funds, and the accuracy of data collected in management information systems used to report expenditure of funds. The state will continue to report quarterly, in accordance with applicable federal and state laws, regulations, and policies.

IV. FUNDING

The state should submit an estimate of expenditures of WtW formula grant funds for each quarter of the fiscal year by percentage or dollar amount.

Estimate of expenditures of Federal Fiscal Year (FFY) 1999 WtW formula grant funds cumulative for each quarter of each fiscal year covered by the plan by percentage:

FFY 1998-99:

9/99
10%

FFY 1999-00:

<u>12/99</u>	<u>3/00</u>	<u>6/00</u>	<u>9/00</u>
15%	25%	40%	60%

FFY 2000-01:

<u>12/00</u>	<u>3/01</u>	<u>6/01</u>	<u>9/01</u>
75%	85%	90%	93%

FFY 2001-02:

<u>12/01</u>	<u>3/02</u>	<u>6/02</u>	<u>9/02</u>
95%	99%	99%	100

1999 Welfare-to-Work State Plan
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V. ASSURANCES

See attachment A.

VI. SIGNATURE

ATTACHMENTS TO WELFARE-TO-WORK STATE PLAN

- A. Assurances
- B. List of PICs and SDAs
- C. Summary of Oral and Written Testimony/Comments *

*Summary of oral and written testimony/comments will be submitted after public hearings are completed.

ASSURANCES

The State of California assures to the following requirements under Title IV-A of the Social Security Act.

PROGRAM ADMINISTRATION/ACTIVITIES

1. California is an eligible state, pursuant to Section 402(a) for the fiscal year.
2. California assures that qualified state expenditures (within the meaning of Section 409(a)(7)) for the fiscal year will not be less than the applicable percentage of historic state expenditures (within the meaning of Section 409(a)(7)) with respect to the fiscal year.
3. California has consulted and coordinated with the appropriate entities in the substate areas regarding the plan and the design of WtW services in the state.
4. California will make available to the public a summary of the WtW plan.
5. California has agreed to negotiate in good faith with the Secretary of Health and Human Services with respect to the substance and funding of any evaluation under Section 413(j) and to cooperate with the conduct of such an evaluation.
6. California shall not use any part of these grant funds, nor any part of state expenditures made to match the funds, to fulfill any obligation of any state, political subdivision, or Private Industry Council to contribute funds under Sections 403(b) or 418 or any other provision of the Social Security Act or other federal law.
7. California will return to the Secretary of Labor any part of the WtW funds that are not expended within 3 years after the date the funds are so provided.
8. California's WtW program will be conducted in accordance with the WtW legislation, regulatory provisions, future written guidance provided by the Department, and all other applicable federal and state laws.
9. California will apply the TANF law and regulations to the operation of the WtW program, unless otherwise specified by the Department or defined in Section 403(a)(5) or the applicable WtW regulations.

10. California assures that services under the WtW grant are provided to eligible participants only.
11. California will maintain and submit accurate, complete and timely participant and financial records reports, as specified by the Secretary of Labor and the Secretary of Health and Human Services.
12. California will establish a mechanism to exchange information and coordinate the WtW program operated by the state and PICs with other programs available that will assist in providing welfare recipients employment.
13. California shall adhere to the certifications required under TANF and will meet the TANF maintenance of effort requirements.
14. California will comply with the uniform fiscal and administrative requirements of OMB Circular A-102 as codified for DOL at 29 CFR Part 97.
15. California will follow the audit requirements of The Single Audit Act of 1984 and OMB Circular A-133.
16. California will follow the allowable cost /cost principles of OMB Circular A-87.

WORKER PROTECTIONS

1. California will establish policies to enforce the provisions regarding nondisplacement in work activities under a program operated with funds provided under WtW.
2. California assures that the Health and Safety standards established under federal and state law otherwise applicable to working conditions of employees shall be equally applicable to working conditions of other participants engaged in a work activity under a program operated with funds provided under WtW.
3. California will enforce the provision that an individual may not be discriminated against by reason of gender with respect to participation in work activities under a program operated with funds provided under WtW.
4. California shall establish and maintain procedures for grievances or complaints from participants and employees under the WtW program.

The procedures established will be consistent with the requirements of Section 403(a)(5)(J)(iv).

5. California shall establish and enforce standards and procedures to ensure against nepotism, conflicts of interest among individuals responsible for the administration and supervision of the state WtW program, kickbacks, and the use of political patronage.
6. California will comply with the nondiscrimination provisions of the laws enumerated at Section 408(d), with respect to participation in work activities engaged in under the WtW program.

Governor or Authorized Signatory:

ROBERT L. GARCIA
Interim Chief Deputy Director, Employment Development Department

Date

SDA/PIC LISTINGS

Page 1

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